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CITY OF CARMEL - BY - THE - SEA

GENERAL PLAN FOR CARMEL-BY-THE-SEA
AND ENVIRONS

December 1973

Carmel City Council,

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CITY COUNCIL RESOLUTION NO. 75-77
Adopted 9 December 1975

The Monterey Peninsula Area Plan (1973) is
hereby made a part of this General Plan.

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I. INTRODUCTION

The General Plan is a comprehensive guide for the future development of Carmel-by-the-Sea and its zone of influence. The Plan is long-range in nature, but it emphasizes certain issues which must be considered now. Precise zoning regulations may be found in Carmel's Municipal Code so they are not repeated in the Plan.

While the Plan is intended as a guide for the next twenty years, yearly review is essential to keep it up to date. The Plan consists of a physical and cultural evaluation of the area, followed by the required General Plan Elements. Recommendations listed for each element should be programmed and implemented to ensure success of this Plan.

II. GOALS AND OBJECTIVES

The basic goal of this General Plan is to enhance and preserve Carmel-by-the-Sea and its environs, for the health, safety, welfare, and happiness of its citizens, while respecting its natural environment.

Major objectives to meet this goal are:

1. To retain the residential nature of the community.
2. To discourage commercial uses in the residential district.
3. To provide for a population density compatible with the natural and cultural characteristics of the planning area.
4. To encourage development of an effective traffic circulation plan, especially in the commercial district.
5. To encourage a speedy solution to the City's parking problem.
6. To maintain public buildings in good working condition as attractive representations of the City.
7. To provide an annexation policy.
8. To consider adequate housing for all economic levels.
9. To preserve and maintain the wooded atmosphere of Carmel-by-the-Sea.
10. To conserve, preserve, and maintain the natural resources and wildlife within the planning area.
11. To provide for adequate water supply, quality, flood control, and treatment.
12. To acquire and maintain open space within Carmel-by-the-Sea.
13. To develop adequate recreational opportunities.
14. To preserve and maintain scenic lands in the area.
15. To provide and maintain a quiet community.
16. To provide a safe community with acceptable levels of hazards.
17. To provide interesting roadways with scenic characteristics.
18. To make the public aware of earthquake hazards.

III. PHYSICAL AND CULTURAL ANALYSIS

PHYSICAL

Location

Carmel-by-the-Sea is situated on the Monterey Peninsula overlooking Carmel Bay. The actual Planning Area is bounded by the city limits and contains 582 acres, but Carmel's zone of influence is also considered here. This extends north to Del Monte Forest, east to Martin Canyon in Carmel Valley, south to Point Lobos, and west to the Pacific Ocean. The Santa Lucia Mountain Range is located further to the south.

Topography and Slope

Carmel's elevation varies from zero to about 500 feet above sea level, with the site sloping gently from Highway One down to Carmel Bay.

Areas over 30 percent in slope include Pescadero Canyon and sections of the ridges which bound Carmel Valley.

Geology

In most of the Planning Area, the Tertiary Monterey Formation (Aguajito Shale Member) overlies the older formations. Some volcanic basalt occurs in the north of the city, extending to the shoreline. Quaternary sand dunes and beach sand characterize the coastline adjacent to Carmel.

Soils

Soils within the city limits and along Carmel Valley are generally in Soil Class I, II, or III, indicating that they are suitable for cultivation, pasture, range, woodland, wildlife, or urban uses. Soils south of Carmel are generally in Soil Class VII or VIII, so they are unsuitable for most cultivation, are broadly suited for grazing, woodland, and wildlife uses, and may be used for recreation or water supply.

Hydrology

The Carmel River originates at elevations of 4,500 to 5,000 feet and flows westerly through Carmel Valley, emptying into the Bay at a point just south of the city. The Carmel Valley groundwater basin provides water for the area, along with two dams in the Carmel River Basin, San Clemente and Los Padres.

Geologic Hazards and Flood Areas

Landslides usually occur in the ridge area bordering Carmel Valley. Several small faults are located adjacent to the city limits and others are indicated along the length of Carmel Valley. The Carmel River floodplain zone broadens near the river mouth.

Climate

Carmel's climate, consistent with the rest of the Monterey Peninsula, is marked by its moderate temperatures and its fog. The seasonal rainfall occurs early in the year, while September and October are characterized by warm weather. Annual precipitation ranges from 16 to 18 inches.

Temperatures in the Planning Area are fairly stable, with average winter temperatures ranging from 43 to 61 degrees and average fall temperatures from 52 to 71 degrees.

Flora and Fauna

Vegetation generally consists of evergreen trees in the city and along the coast, deciduous trees along the Carmel River, and brush on the Carmel Valley hills. Various species of wildlife inhabit the area, especially in the reserves and in the undeveloped Valley areas.

Waste Disposal Capacity

The capacity of the Carmel Sanitary District's waste treatment plant is three million gallons per day.

CULTURAL

Character of Resident Population

The median age of Carmel residents, at 45, is greater than other California cities. This is partially due to the fact that many retired persons make their homes in Carmel. In addition, the higher cost of housing within the city is a deterrent to young working persons and college students. Many of the homes in Carmel are vacation homes and are unoccupied for the greater part of the year; others are rented to vacationing out-of-towners and their occupancy is constantly changing.

The median annual income for Carmel residents is \$9,429 which is consistent with other cities throughout the state. Many residents live on fixed incomes.

Population Rate of Growth

Carmel's population rate has stabilized at 4,478 (1970 census) and little fluctuation is anticipated since the city is 95 percent developed. Within the zone of influence, future increases in density are expected, especially in the Carmel Valley area. Rapid growth is occurring in the lower Valley at this time.

Social Activities

Many organizations and clubs are in existence in Carmel, including the Carmel Foundation for senior citizens, Carmel Senior Club, Youth Center, Carmel Women's Club, Rotary, Lions, and Kiwanis. A number of golf courses are located throughout the Planning Area, and school athletic fields and tennis courts are available to the public. Parks, beaches, playgrounds, and reserves offer other recreational opportunities.

The Sunset Cultural Center in the city offers classes and programs in music, arts, and crafts. The open-air Forest Theatre is the site for musical and theatrical performances. Several other theaters, both live and motion picture, exist in downtown Carmel. Harrison Memorial Library, located on the main street, serves the area. Four churches are within the city limits and four others, including the Carmel Mission, are in the zone of influence.

Economic Activities

The tourist industry is the primary economic activity in Carmel. Most of the employees are involved in retail trade and services. Agriculture and ranching are economic activities present in the Planning Area to the east and south of Carmel.



CARMEL PLANNING AREA
BOUNDARY

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VALLEY

MARTIN

CANYON

QUINCY

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IV. LAND USE ELEMENT

VARIOUS LAND USES

Zoning

Carmel is chiefly a residential community with the residential area, 316 acres, composed mostly of single family dwellings. Certain other compatible uses are allowed in the R-1 zone if a use permit is obtained. Among those uses needing permits are: guest houses, home occupations, rooming houses, existing residential motels, churches, private kindergartens or nursery schools and public utility or service uses. Parking lots are permitted in the residential district if rezoned for such use.

The central business district, in the center of the city, contains four commercial zones. Central Commercial District Zone C-1-C provides, "...an appropriately located area of concentrated retail stores, offices, and service establishments of limited nature...".¹ Limited Commercial District Zone C-1-L provides, "...appropriately located areas for multiple dwellings and harmonious types of small shops and services compatible with multiple dwelling use...".²

Service Commercial District Zone C-1-S provides, "...an appropriately located area adjacent to the C-1-C District for multiple dwellings, hotels, motels, retail stores and certain types of stores and services not appropriate in the C-1-C Central Commercial District."³ General Commercial District C-2 provides an area for other shops and services. Mixed uses of apartment dwellings above shops is encouraged in the business district. The C-1-L zone was created for multiple dwelling use as a transition from commercial to residential. The entire commercial area comprises 41.1 acres.

Park and Recreation Districts, Zones P-1 and P-2, are located throughout the city. Within the P-1 zone the property is basically left in its natural state, while in P-2 there are provisions for recreational facilities. Off-street Parking District Zone P-3 is for parking lots in which extensive landscaping is required.

Theatrical District Zone A-1 is located in the residential district and provides for theaters, community playhouses, or schools of the theater arts. Zone A-2 is adjacent to both the residential and commercial districts and designates a cultural center.

Signs in the commercial district and in the theatrical and cultural center districts are strictly regulated. The Design Review Board of the Planning Commission reviews every sign application and makes recommendations of approval, denial or alteration to the Commission.

¹Municipal Code, Carmel-by-the-Sea, pp.X-21

²Ibid., pp. X-24

³Ibid., pp. X-25

Generally, signs must be small, non-neon and discreet. This method of sign control is very effective because the building inspectors note whether new signs have been approved and remove illegal signs. The sign review and necessary up-to-date inspections should be continued to preserve Carmel's village character.

Public Buildings and Grounds

Carmel's public buildings include the newly constructed Police Station, the Fire Station, the Youth Center, the Boy Scout House, the Harrison Memorial Library, City Hall, Sunset Cultural Center and the Post Office. Devendorf Park, Forest Hill Park, the Forest Theatre, the Flanders-Doolittle property and most of the Carmel beach are all city-owned lands.

Heavy demands on the post office indicate the need for a larger facility at a new location since the present building cannot be enlarged. Immediate attention should be given to this problem and action taken soon. Offices in City Hall also need more space; the present addition to the building is only a temporary solution. A new building should be constructed at the same location or preferably elsewhere on a larger lot.

A new ordinance created special zoning for Sunset Cultural Center in 1967. Many musical societies have offices in the Center and concerts are presented there year round by many organizations. Adult classes in arts and crafts are conducted and the Marjorie Evans Gallery occupies part of the Center. Also located here are a coffee house, a library annex, and other offices and rooms concerned with arts and crafts. A large parking lot is available for public use.

Harrison Memorial Library is located on Ocean Avenue and serves the entire Monterey Peninsula. Approximately 11,000 cards have been issued including 4,200 cards belonging to Carmel residents and 1,000 children's cards. The library contains about 72,000 volumes plus a magazine collection. However, additional space is desperately needed; several stacks have been placed in the reading room, somewhat destroying the comfortable, open atmosphere. Many of the books are old and should be stored and/or replaced. A small library annex in the Sunset Center is used for processing, book repair and storage. An ad hoc committee for the City Council and the Library Board is now preparing recommendations for a solution to the space problem at Harrison Memorial Library.

At present there are ten public telephones in the City of Carmel and more are needed. Rest benches can always be added throughout the town, especially since many retired people walk from their homes to downtown shops and the post office. Public restrooms are located only at one site, at the beach, and they should be available in at least one place in the downtown area. Finally, an authorized site for tables should be established at one or two permanent locations in the downtown area so that people conducting bake sales, petition drives, etc., may proceed with their activities without obstructing pedestrian traffic. Studies should be undertaken soon on these matters since their installation would contribute to public safety and welfare as well as convenience.

Historical Areas

The Carmel Mission, a state historical monument, is located just inside the southern boundary of Carmel. It was established in 1770 as one of the missions in the California chain founded by Father Junipero Serra. The present structure was dedicated in 1797 and thousands of visitors tour the Mission every year. The property is owned by the Diocese of Monterey, as is the adjacent land now used by the Carmel Little League. The site will continue to be preserved by the Roman Catholic Church.

Tor House on Carmel Point was, for many years, the home of Carmel poet Robinson Jeffers. It is still owned by the family although the land surrounding it has been subdivided. The picturesque stone house, displaying a tower, should be preserved as a historical landmark.

Schools

There are no schools within the city limits of Carmel, but four are nearby. The area is served by the Carmel Unified School District. Woods School to the north of the city and River School to the south are public elementary schools. Carmel High School, just east of the city, has grades nine through twelve. Carmel Middle School, within the zone of influence on Carmel Valley Road, is composed of grades six through eight and, at some cost, can easily be expanded into a high school at a future date. The present High School is overloaded and many of its facilities are inadequate for the number of students enrolled. A private elementary school is located at the Carmel Mission.

It is recommended that all public school facilities including playgrounds, athletic fields, gymnasiums, classrooms, shops, auditoriums and special purpose buildings continue to be made available for recreation, adult education and other community activities programs. In this way the taxpayers will receive full value for every dollar spent on the construction of school plants, and duplication of community facilities will be avoided.

Flood Areas

The only floodplain in the area lies outside the city limits along the Carmel River. Missions Fields, a residential area, is within the floodplain and is subject to occasional flooding. Developments in the Carmel Center/Carmel Rancho Shopping Centers, including a condominium complex, also are located in the floodplain. Park and open space areas should border the river whenever possible to allow for some stream widening.

Waste Disposal Facilities

The Carmel Sanitary District operates a sewage treatment plant near the mouth of the Carmel River. It is a secondary treatment plant at this time, and an extended outfall deposits the treated effluent

into the ocean. A landfill site should be established near the plant so that the Department of Public Works of Carmel may store street sweepings and other recyclable materials.

POPULATION DENSITY AND BUILDING INTENSITY

Carmel's population has decreased during the past decade, contrary to trends elsewhere. In 1960, the census indicated that the city's population was 4,580 and the 1970 census indicated 4,478. Previous studies found approximately 2.60 persons per dwelling unit in Carmel; the Area Housing Element (1973) identified 1.60 persons per dwelling unit and projected no increase. These low figures result from the higher cost of housing within the area and the widespread use of homes by retired persons rather than families. In addition, many of the houses in Carmel are second homes and used only on weekends or for vacations.

Since the city is almost completely developed, changes will be mostly confined to alteration of existing structures and uses. The only probable increase in present density will be through construction of apartments or other multiple dwellings in the commercial district.

Carmel should maintain an active interest in densities and building intensity within the zone of influence. The rural atmosphere of Carmel's environs should not be destroyed since it, as much as the coastline, is an integral part of Carmel's charm.

ANNEXATION POLICY

Criteria for Annexation

1. Geographical. To the extent compatible with other factors, it is logical that the boundaries of Carmel conform to the topography of the area.
2. Environmental. Regardless of geography, Carmel also has a vital interest in controlling the physical environment in the basic area that determines the quality of life of its residents.
3. Economic. Consideration must be given to economic factors that play a part in determining the logical boundaries of Carmel, for example, the trade area patronized by its residents, the revenue and expense involved in prospective annexations, the avoidance of unrecoverable capital expenditures in such annexations, and the maintenance of Carmel's insurance and credit ratings.
4. City Services. Related to the above is the question whether city services like fire, police, public works, library and Sunset Center can efficiently handle increased area with a less than proportionate increase in personnel, equipment and facilities.

5. Character. Carmel should continue to be predominantly residential and its population should not exceed a size where its electorate can readily comprehend and participate in the governmental process.
6. Zoning. Areas to be annexed should in general be compatible with Carmel's zoning philosophy and in addition consideration should be given to whether Carmel might suffer potential harm if adjacent areas remain outside Carmel's jurisdiction in the future. Similarly it should be determined whether adjacent areas might later be incorporated into other entities to the disadvantage of Carmel (similar to Sand City) or left as islands which might cause problems to Carmel (such as Mission Ranch).

Geographical

Carmel's natural geographic boundaries are the Pacific Ocean on the west and southwest, the Carmel River on the south, Hatton Canyon on the east and Pescadero Canyon on the north.

Environmental

Without going too far beyond its natural geographic limits, Carmel has a vital environmental interest in the shore line at least as far as Carmel Meadows and the Carmel River area at its lower end.

Economic and City Services

The economic area in which Carmel is logically interested would correspond with the geographical boundaries mentioned above with the possible addition of Carmel Rancho and Carmel Center which are increasingly developing into a shopping, service and professional area for Carmel residents.

With respect to city services, the library and Sunset Center are already serving the surrounding area and can continue to do so with minimal increases in costs. The Police and Fire departments have recently stated that they could serve the area within the geographical boundaries mentioned above with only modest increases in personnel and equipment. The Public Works Department has forecast an increase in costs directly proportional to any added street mileage and has expressed reservations about the potential damage to streets in Mission Fields in the event of a recurrence of flooding from the Carmel River. There is also the question of repairing the road around Carmel Point with state funds so that Carmel does not assume this burden.

It is recommended that professional assistance be engaged to determine the cost and benefit factors involved in the annexation of adjacent areas. Even if certain areas would cause some increase in expense over revenue, intangible factors should also be considered. Except under extraordinary circumstances, no area should be requested to pay a capital assessment in order to be annexed.

Character and Zoning

The areas within the natural geographic boundaries are homogeneous with Carmel in housing standards, nature of population and other criteria significant to Carmel. They include many local businessmen and employees, as well as potential contributors to various aspects of city government. Zoning could readily conform to residential standards in Carmel. There are only a few non-residential areas (schools, Mission Ranch, River Inn, Carmel Mission, etc.,) and there would be pronounced advantages in having these subject to Carmel jurisdiction.

Policy Recommendations

The attached map shows various adjacent areas numbered 1 through 14. Areas 1 (Walker Tract and Mission Tract #2) and 2 (Carmel Point) have already been approved for annexation by the Carmel City Council and assuming a favorable vote of the residents, this will take place in the near future.

To complete the geographical boundaries mentioned above would require annexation of 3 (Mission Fields), 4 (Hatton Fields and Hatton Mesa), 5 (Carmel Woods) and 8 (Carmel Hills). It would also require inclusion of 12 (Mission Ranch) which involves separate considerations. These areas meet all the criteria for annexation except that the revenue versus expense aspect needs further investigation. Even at some reasonable net cost, however, Carmel should eventually include these areas.

All the foregoing annexations would add 3,888 people to Carmel and since the areas are all fully developed, it is unlikely that Carmel's total population could exceed 8,500 - 9,000 in the foreseeable future, a figure which would not jeopardize the basic character of the town.

Areas 6 (Rancho Mar Monte) and 7 (High Meadow) run the risk of being left as islands. Although located on the east side of Highway One, they are more tied to Carmel than to Monterey or the Carmel Valley. They might be considered for annexation under some circumstances.

The other areas on the map involve considerations of a different kind. There seems no pressing reason to include them in Carmel's annexation plans at present, but neither should they be excluded from future consideration under conditions that might materially alter the present circumstances. The willingness of the City Council to commit \$100,000 toward the preservation of 13 (Odello Tract) is ample evidence of Carmel's interest in the neighboring environment. No. 10 (Carmel Rancho and Carmel Center) might prove very attractive from the economic viewpoint, despite the obvious police and fire expansion they would entail. If annexation should move this far, then the peripheral residential areas of 9 (Carmel Knolls), 11 (Rancho Rio Vista and Carmel Views) and 14 (Carmel Meadows) would at least have to be considered.

Consideration must be given to the effect of this annexation policy on C.S.A. #43, the new fire protection district, which would stand to lose more than half its tax base.

SOCIAL AND ECONOMIC EVALUATION

The unusual condition of Carmel's land being almost completely developed limits future land consumption. Any needs must be met through rebuilding, since conversion of parkland will not be permitted. Future land uses probably will be little changed from present use, especially since marked alterations would affect Carmel's character. Any services which Carmel cannot provide to its residents are readily available in other cities on the Monterey Peninsula. The expansion of Carmel Center/Carmel Rancho will contribute services at a convenient location.

Economic activity within Carmel is almost entirely concerned with the tourist industry. Most of the employees in the city are involved in retail trade and services. The median annual income for Carmel residents is \$9,429.00, which is approximately the same throughout California. The median age is 45, considerably higher than most other communities in the state. Many residents are retired persons on fixed incomes.

PHYSICAL FACTORS

The existing land use pattern consists of a commercial district surrounded on all sides by residential areas and open space lands extending to the city limits. Part of Carmel's boundaries are marked by open space lands and the ocean. The wooded nature of the area softens the transition between the different uses.

RECOMMENDATIONS

1. Develop plans for a new post office and a new City Hall.
2. Continue to support the Sunset Cultural Commission in its regulations of the Cultural Center.
3. Support the ad hoc library committee in pursuing suitable solutions for the space problem at Harrison Memorial Library.
4. Study and take action on city additions of public telephones, rest benches, public restrooms and sites for organization tables.
5. Continue to provide school facilities for community use.
6. Establish a landfill site for use by the Department of Public Works.
7. Maintain an active interest in building within the zone of influence.
8. Pursue annexation of properties within Carmel's geographical boundaries.

V. CIRCULATION ELEMENT

Carmel's traffic problems have become critical due to increased development in and near the city and to the large number of tourists. The two main issues are congestion of Highway One and parking within the city.

CIRCULATION SYSTEM

Highway One

Highway One east of Carmel is seriously overloaded with traffic and the situation is steadily deteriorating. The Hatton Canyon project, designed to meet these traffic needs by re-routing Highway One, is not scheduled for completion until the early 1980's. Plans for this scenic four-lane road just east of the present highway conform to an agreement executed by the state and county. Its north end will connect with the terminus of the present freeway at Carpenter Street where an interchange has been recommended. The proposed interchange at Carmel Valley Road will divert traffic to Rio Road, establishing it as a major entrance to Carmel. The present highway will be reduced to the status of a local road and plans should be made to enhance its functioning for this purpose.

San Carlos Street, connecting as it does with Rio Road and the proposed Carmel Valley interchange on the south and with Camino Del Monte, Serra Avenue, and the proposed Carpenter Street interchange on the north, will inevitably continue to serve as a principal north-south access road into and through Carmel. While Ocean Avenue should receive a reduced volume of traffic from the present Highway One, it will remain the principal east-west thoroughfare as a result of traffic from Carpenter and San Carlos Streets.

Traffic Circulation

Carmel is mainly an auto-and-pedestrian city. No high-speed thoroughfares exist here and the only mass transit at present is a bus system. Abundant crosswalks, strict observance of pedestrian right-of-way, and wide sidewalks in the commercial district all encourage foot travel. Motor vehicles still abound, however, and when streets are congested, it is usually reflected in the sidewalks. The auto-to-pedestrian ratio should be retained and excess traffic regulated by meeting the parking problem and maintaining an efficient traffic flow.

Traffic circulation in the residential area will be little changed by foreseeable developments. In the commercial district it should be somewhat improved by diverting some traffic from the Ocean Avenue hill and onto other access streets with a wider choice of entry into the central area. This diversion will result from the new location of Highway One, primarily affecting visitors to the area.

Carmel already has a Parking-Traffic Committee which should control the installation of regulatory signs on a carefully planned basis and devise further solutions for the circulation problem in conjunction with the Planning Commission. Traffic congestion would be relieved considerably by improved parking as discussed below.

From time to time, proposals have been made for a non-vehicular mall on Ocean Avenue between Junipero and Monte Verde Streets. While possibly creating more problems than it would solve, it should be studied as part of an overall solution of the traffic problem.

Street Design

Carmel's residential streets display a strip of public greenbelt along each one, usually on either side of the central paving. While such strips are primarily intended for landscaping, trees, and footpaths, they are often used for parking by the residents fronting on them (in some instances residents have paved them for this purpose) and by patrons and employees of local businesses. The Forestry Division has initiated a program to plant trees in greenbelts and partially landscape them. Excluding major routes, a maximum paved width of thirty feet should be established, with the remaining right-of-way devoted to open space and footpaths as far as practicable.

It should continue to be Carmel's policy to avoid rectilinear streets by diverting pavement around trees and, where feasible, encouraging irregular greenbelts on either side of somewhat curvilinear paved areas. This permits greater diversity of landscaping in the greenbelt areas and produces attractive, meandering streets. Parklike walkways should be considered when planning the repaving of residential streets. Streets already heavily landscaped or wooded, such as Junipero from Rio Road to Eighth Avenue, should be maintained in this condition as far as possible.

Although it should continue to be Carmel's policy to avoid formal sidewalks in favor of unpaved footpaths in most residential areas, these should be maintained in safe condition for pedestrians and new ones established where needed.

Since Carmel's street system is almost completely developed, construction activity will be limited to maintenance of existing roads. By preference, residences are not identified by number and a lot-and-block system is used for official identification.

Mass Transit

The only form of mass transit serving Carmel is the bus system which provides service to Monterey, Pacific Grove, and Seaside, together with infrequent service within Carmel as far as its present southern boundary. This private enterprise, now operating at a loss, has demanded subsidy by the communities it serves in order to continue. This is under study by the cities involved. It is imperative that some form of intercity transportation be supplied to those residents without cars and it would be desirable if such service could attract others away from private cars to relieve traffic and pollution.

In addition, the Salinas-Monterey Area Transportation Study (SMATS) is in preparation by a committee representing all government levels in the area.

Parking

Parking is an extremely serious problem in Carmel. The entire parking now available within the central business district consists of 2,182 spaces, as indicated in the following table:

CURB PARKING, including spaces subject to time limits	1,052
MULTIPLE RESIDENTIAL PARKING, including hotels, motels and apartments	505
SUNSET CENTER PARKING LOT	150
SMALL OFF-STREET PARKING LOTS	<u>475</u>
TOTAL PARKING SPACES in Central Business District	2,182

The available curb parking is insufficient for even one-half the number employed in the business district, let alone the large number of daily visitors.

It is essential that off-street parking be multiplied in order to: (1) get all-day parkers off the streets; (2) free curb space for short-time parking; (3) reduce the number of cars circulating through the business district searching for a parking stall; (4) reduce parking in front of residences on the fringe of the district; and (5) speed the flow of traffic downtown and especially across Ocean Avenue. The form this off-street parking should take, the division of cost between the business community and Carmel in general, the advisability of a Parking District or Authority, the potential increased use of P-3 zoning in residential areas adjacent to the business district, and similar questions should receive prompt investigation to provide an early solution to this major problem.

The Municipal Code requires that new commercial development provide one off-street parking space per 1,000 square feet of structure. At present, a new formula to determine the amount of parking required is under study. In Zone C-1-C, the parking must be provided off-site unless allowed on-site by conditional use permit. In other commercial zones, the parking must be on-site unless a variance to substitute off-site parking is granted based on specified conditions. Wherever off-site parking is required or permitted by variance for a commercial structure, it must be provided within the commercial district. Failing that, in-lieu parking may be purchased if approved by the Planning Commission. Funds raised by in-lieu parking payments are to be used by the city for acquiring or developing off-street parking.

Pedestrianways

Pedestrian walkways now exist in the middle of several blocks leading to Scenic Avenue and there is pedestrian access to Hatton Fields and other areas. Additional paths should be provided and maintained in safe condition where they are needed for access to schools, recreation areas and community facilities.

SOCIAL EVALUATION

The three main entrances to Carmel's commercial district also serve the surrounding residential areas. Ocean Avenue, Rio Road/San Carlos Street, and Serra Avenue/San Carlos Street are all wide streets allowing fairly continuous traffic flows. Most drivers follow these routes in their work, shopping, and recreational trips. Rio Road gives access to the Carmel Center/Carmel Rancho shopping centers and to Carmel Valley and Big Sur; Serra Avenue/Carpenter Street and Ocean Avenue are used by northbound traffic. Residents often walk to the Carmel Beach, while visitors drive down Ocean Avenue. Community activities are usually centrally located (often at Sunset Center) and may be reached on foot or by car. Bus service within the city is limited and should be improved for the benefit of those unable to walk or without autos.

The circulation service is adequate at present, but will be better when sufficient parking is available. The low-speed, regulated routes are desirable for pedestrian safety, for the road design which often skirts trees, and for the pattern of intersections at short intervals resulting from small blocks. Future needs will consist of additional parking and perhaps directional signs for routing visitor traffic. Stoplights and one-way streets have always been forsworn in Carmel and the tradition will continue as long as possible. The proposal for a non-vehicular mall on Ocean Avenue may be enacted at some future date to accommodate excessive numbers of pedestrians. It is anticipated that although Carmel's residential population has stabilized, visitors to the area will continue to multiply, especially with the increase in leisure time.

ECONOMIC EVALUATION

The major economic activities in Carmel are concerned with retail trade and services, and are located in the commercial district. The businesses are concentrated in this 41.1 acre area and little future change in location or density is anticipated. Parking is the main problem affecting traffic circulation in the commercial district, and when this is resolved, circulation will be much improved. A related problem is the presence of delivery trucks. Most deliveries are made during the morning so that double-parked trucks do not interfere with consumer traffic, but the exceptions later in the day add to congestion. Regulations requiring trucks to park on certain sides of the streets should be enforced. The present circulation system

evidently has not been detrimental to economic development in the area, but any improvements would be desirable. A revised mass transit system would probably induce more Peninsula residents to visit Carmel.

RECOMMENDATIONS

1. Secure earlier implementation of the Hatton Canyon project.
2. Develop plans for the conversion of the present highway into a suitable local access road.
3. Study the effect on San Carlos Street, Carpenter Street, and other appropriate streets as connecting links for traffic entering Carmel from the north and south, prior to completion of the Hatton Canyon project.
4. Continue the policy of not paving streets to their full width.
5. To the extent practicable, consider meandering street plans when repaving roads and create safe footpaths along residential streets.
6. Develop plans immediately to solve the crucial parking situation in downtown Carmel.

VI. HOUSING ELEMENT

The City of Carmel is a residential community which encourages the development of housing for all segments of the populace within its jurisdiction. The City is already 95% developed and must therefore work with other cities and agencies in the area to provide solutions to housing problems. In this respect Carmel has cooperated in the Area Planning Commission's preparation of a housing element for the entire Monterey Peninsula. The plan documents problems throughout the area and lists recommendations to guide the community as a whole in obtaining viable solutions. This intense study, the Housing Element of the General Plan, Monterey Peninsula Planning Area (1973), is hereby made a part of this General Plan.

STANDARDS AND PLANS FOR IMPROVEMENT OF HOUSING

The City of Carmel recognizes that adequate housing must be provided for its residents. To ensure that housing meets certain standards within the community, the City has adopted by ordinance the Uniform Building Code, Uniform Housing Code, Uniform Mechanical Code, Uniform Plumbing Code, National Electric Code, Dangerous Buildings, and Uniform Building Code Standards. The City has established a Building Inspection Department to enforce these codes and to recommend changes or amendments as required. The Municipal Code also requires that a residential property be inspected when it is offered for sale. The Building Inspection Department then prepares a report which must be signed by the new owner prior to transfer of the property.

Over the past few years, some housing has been removed by action of the City when these units were found to be substandard or dilapidated and economical rehabilitation was unfeasible. Although a house-to-house inspection program has never been initiated, most housing within the City has been inspected through different programs, and records are maintained on each property. If housing units are found to be unsafe for human habitation, owners are advised to have them repaired or removed.

There are no restrictions on housing design or materials used in construction in the residential districts. The City restricts building size, height, and setback, and requires design control only on buildings located on sites over 30% in slope and on buildings over 24 feet in height. The City has also encouraged the construction of apartments within the commercial district for those who wish to live in the City without owning property. To encourage rental apartments the City provides that a use permit may be obtained for a greater density in apartment construction.¹ The apartments in the commercial district provide more economical housing and a balance with commercial uses and visitor accommodations. Presently, 34 apartments are under construction and applications for 12 more are on file. It is anticipated that most of the remaining undeveloped land within the commercial district, about 56,000 square feet, will have some measure of apartment use.

¹Ordinance No. 333 C.S., 2 January 1975

ADEQUATE HOUSING SITES

Carmel, except for building sites at its outer boundaries, is basically divided into 4,000 square foot building sites. These sites provide reasonable areas for housing. Some lots originally were 2,500 square feet in area, but if two or more of these smaller lots are joined while still unimproved, they must be subdivided at a minimum size of 3,750 square feet. Some of these lots have been developed, and while the small size of the lot is detrimental to good design, it has an economic benefit in lower-cost housing.

The outer boundary of the city contains larger building sites. The transition between town and country is smoother with larger lots, and sometimes steep terrain dictates larger lots to provide room for construction. Regulations now require a 6,000 square foot lot when the site is irregular in shape.

The city has followed the original development plan in its growth, and, as previously stated, is ninety-five percent completed. Very little land can be subdivided; the location of these larger parcels, their purpose for being larger, and the contour of the land must all be considered prior to subdivision approval. At the present rate of construction, remaining vacant land in Carmel will be completely developed within the next twenty years. A current trend indicates that many of the older dwellings will have been demolished or rehabilitated during this same twenty year period.

MEETING HOUSING NEEDS

The housing demand has produced higher prices for property within the city, and mortgage rates, building material values, and rising labor costs have all contributed to increases in building costs. Medium-income housing is needed in Carmel as well as low-income. The plan to construct apartments within the commercial districts should relieve some of the demand for housing, but due to high property values and few available building sites, most of the demand will naturally gravitate to the periphery of Carmel or to other cities on the Monterey Peninsula. Carmel's scenic beauty and natural atmosphere will always keep the demand for existing housing high. It would be impossible to create enough housing to satisfy everyone, and a marked increase in density would lead to destruction of Carmel's amenities.

The City is aware of its housing problems and is searching for solutions. Any encroachment of commercial uses in the residential district must be discouraged to prevent elimination of present housing.

RECOMMENDATIONS

1. Cooperate with the other communities of the Monterey Peninsula in an effort to provide adequate housing for all economic levels.
2. Continue to encourage the development of apartments in Carmel's commercial district.

VII. CONSERVATION ELEMENT

FORESTS AND WOODLANDS

Urban

Carmel-by-the-Sea has always been known for its wooded setting. Protection and maintenance of Carmel's trees have been delegated to a Forestry Commission and a Forestry Division who meet monthly to consider programs and problems concerning trees. The Forestry Division, including the City Forester and a crew of eight, is charged with maintenance, care, and planting of trees on public property. The staff also offers advice on privately-owned trees. Permission to cut down trees for new construction on residential and commercial private property must be granted by both the City Forester and the Building Inspector. The detailed Management Plan for the Carmel Urban Forest is updated frequently and has recently been revised (1972).

The Forestry Division, in its new planting program, has planted an average of 500 trees per year in the past three years. The crew is in the process of inspecting every street in the city and planting trees where needed to retain the forest setting. A new tree is also planted wherever an old one is removed on public property. When the Division can meet a tree maintenance schedule, a definite number of trees will be planted per year. In addition, Carmel is a popular place for groups and organizations to sponsor tree-planting activities.

The Forestry Division is also involved in other programs. To date, twelve miniparks containing pine trees and shrubs have been created. The Ocean Avenue Greenbelt Improvement Project will provide landscaping, paths, and benches along Ocean Avenue between Junipero Avenue and the city limits. A sprinkling system will be installed to maintain the narrow greenbelts. A detailed plan with maps has been developed by the City Forester for this project.

Non-Urban

The Flanders-Doolittle property, composed of thirty-three forested acres, will remain in a natural state except for the southernmost portion. This section has been proposed for a recreation area featuring tennis courts. This is a long range plan of the City and cannot be realized until portions of the property are adequately filled to accommodate construction of facilities. Water from storm drains crosses the property resulting in a swampy condition of the soil at its southern end. The water should be contained within its own channel and, in filled areas, within engineered storm drains. The trees within the property will be examined and trees will be removed only if they are damaged or diseased or it is otherwise necessary. A section of the acreage should be set aside for storage use by the Department of Public Works and nursery use by the Forestry Department. These uses should be adequately screened by planting

trees. The plan also recommends that the Forestry Commission initiate a reforestation program on this land. Users of the land must exercise caution since it is a natural habitat for wildlife. Service roads should be kept to a minimum. Limited vehicle parking, if necessary, could be provided at the southern end of the property with access from Rio Road. For aesthetic reasons, the parking area should be heavily screened with shrubs and trees.

Pescadero Canyon is a long wooded ravine which is maintained as green-belt by Del Monte Properties. The building lots at its western end should not be developed but obtained by the city to preserve the canyon up to Second Avenue.

The Forestry Division has a complete list of types of flora in the Carmel area.

WILDLIFE

Much of the land in and around Carmel is suitable for certain wildlife. Squirrels and birds frequent the urban area of Carmel as well as the residential district, and many creatures inhabit the woodland areas. Water birds and mammals are present along the coast. The Monterey Peninsula is well-known for its abundance of wildlife, both marine and terrestrial. The Museum of Natural History in Pacific Grove maintains complete records on wildlife species in the area.

WATER RESOURCES

The conservation, development, and utilization of water resources is very important to Carmel and its environs. A recent study for the Public Utilities Commission (1973) found that the municipal and rural water supply is limited, and that the local water company evidently cannot provide for new services at this time. A resolution by the Carmel City Council (1973) restricts service by the water company and orders research into development of additional water supply.

The large aquifer underlying Carmel Valley is capable of storing much more water than the present amount, according to the above report. The plan supports the Council's resolution and recommends that a working water plan be developed as soon as possible to ensure adequate water supply, especially during dry spells. Future residential developments in this region should show proof that they will receive adequate water services before their plans are approved. A study on new water sources is in progress by the California-American Water Company.

The Association of Monterey Bay Area Governments (AMBAG) has prepared a water quality management plan which covers the Carmel-Carmel Valley area. The AMBAG plan recommends local water treatment and disposal facilities and has selected facility locations. Costs have been determined and cooperative uses (e.g., irrigation) suggested. The AMBAG plan should be incorporated into the local water management plan.

Water-based recreation is popular on the coast and along the Carmel River, where activities include boating, fishing, surfing, and skin-diving.

The majority of the Carmel River is in private ownership. The marshland at the mouth of the river is protected by state ownership. A small portion of this land is owned by the Carmel Sanitary District. No plans to preserve the river basin have been proposed and a plan for floodplain zoning did not receive approval. A complete water plan for the region should be developed in cooperation with other agencies.

BEACHES

The City of Carmel owns and maintains the beachland on its border. Pedestrian access to the beach is readily available along Scenic Road, but vehicles are prohibited since the beach is reserved for recreation and scenic purposes. Local ordinance protects shoreline trees and plant life and prohibits removal of sand. Structural development is limited to one publicly-owned building and stone staircases for pedestrian access. Only maintenance of these structures is necessary and no further development, other than a building for public conveniences, shall be permitted.

The Carmel River State Beach is protected by the State, and includes a lagoon as well as the shoreline. A bird sanctuary and reserve for plant life indigenous to the lagoon preserves the wildlife habitat. Point Lobos is also protected by the State.

RECOMMENDATIONS

1. Continue to preserve the urban forest.
2. Endeavor to preserve trees on private property within reasonable limits.
3. Protect the wildlife within Carmel's jurisdiction.
4. Continue to conserve plant life, water, scenic qualities, beaches, and other natural resources within Carmel's jurisdiction.
5. Develop an effective water management plan in cooperation with other agencies and immediately attend to supply, quality, and flood control.
6. Develop land and resources with regard for the natural environment.
7. Work with other agencies towards the conservation of natural resources.

VIII. OPEN SPACE ELEMENT

The City of Carmel-by-the-Sea, since its origin, has recognized the need for open space. As a result, the City presently holds ownership of the beachlands, large open areas surrounding the City, and several park lands within the city limits. Carmel will continue to maintain open space and work with other agencies in acquiring and preserving open lands. A regional plan for open space and its conservation, prepared by the Area Planning Commission, has recently been approved by the jurisdiction of the Monterey Peninsula and County of Monterey. The County has also included in its General Plan an open space element adopted in 1972 which considers areas surrounding Carmel. Much of Carmel's General Plan adopted in February of 1959 was devoted to the preservation of open space and greenbelt areas. The following portion of that 1959 Plan is hereby included as part of this Plan:

Recreation Parks

The Plan recognizes the need for additional playgrounds within easy walking distance of residential areas which are not served by school playgrounds. Three areas are suggested for recreation parks to be used primarily by children. The North Carmel Park consists of the City-owned property on which the tennis courts are located joined to the area immediately to the south, now utilized by the Street Department for storage. The City Entrance Park is to be located on the knoll between County Road and the present State Highway north of the Peninsula Hospital. Neither of these proposed recreation park sites is flat, and both are wooded. The recreation areas would have to be skillfully designed to take advantage of the topography of the sites, and their present natural appearance should be conserved. There probably is not sufficient room on either property to provide a play field, but the basin on the southern part of the North Carmel Park site and the knoll on the City Entrance Park site would provide sufficient flat space for secluded childrens' play areas. The Plan calls for closing the portion of the State Highway which adjoins the proposed City Entrance Park. A third recreation park site is proposed on the flat lands bounded by County Road and the Highway, just east of Hatton Fields. This site is flat enough to provide room for a play field. The proximity of the Highway does not present a serious safety problem because it is separated from the play ground by a steep bank. A portion of the present Sunset School site should continue to be used as a play ground even if the school were converted to a community center. The Plan also provides for the continued use of the Forest Theater for outdoor dramatic productions and other appropriate activities.

Beaches

The General Plan provides for the preservation of the magnificent coastline of the planning area by filling in the gaps in the existing almost continuous sweep of public beaches. It is recommended that the private property between the City Beach and north City limits be acquired and made a portion of the chain. The residential intrusions on the Carmel Point shoreline ultimately should be eliminated. The properties should be purchased, and two of the three residences should be demolished. Because of its unique architectural merit, the small

house designed by Frank Lloyd Wright should be preserved and converted to some appropriate public use such as a pavillion or tea house. Continuing the strip of publicly owned land, the Carmel Point properties should be connected with the River Beach park lands. The lands surrounding the Carmel Meadows subdivision should be acquired to protect the shoreline from additional inharmonious development. The Plan shows a reasonable allowance of land to be developed, to round out the existing subdivision pattern. To the south, San Jose Creek Beach should be joined with Point Lobos. Although the Point marks the southern boundary of the planning area, consideration should be given to the desirability of continuing the chain of public beaches along the scenic coastline to the south.

It is recommended that the natural character and scenic beauty of the chain of beaches be carefully conserved in accord with the present policy of the City and the State Division of Beaches and Parks. There is no need to alter the appearance of the coast lands or to build any but the simplest and most inconspicuous structures.

Special Park Projects

The State and the County have purchased considerable land around the mouth of the Carmel River to preserve this scenic area as a bird sanctuary and recreation facility. It would be desirable to expand the public holdings to create a River Mouth Park embracing all of the vacant lands west of the State Highway except the artichoke fields. Any private development in this area would constitute an inharmonious intrusion. Adjoining the undeveloped River mouth area and lying between the River School and Carmel Mission is a commercial recreation establishment known as the Mission Ranch, consisting of a restaurant, a cafe and guest cottages. Commercial stables are located on adjoining property. The Mission Ranch buildings are old, and some already have outlived their usefulness. It is recommended that the property be acquired as a portion of the River Mouth Park and be utilized as a recreation center at the entrance to the Park. Here a parking lot could be located, and locker rooms and rest rooms could be provided. A picnic area and a quiet games area could be incorporated in the development. By concentrating these facilities at the recreation center, the natural character of the River mouth could be preserved. Pedestrian trails would be available for people who wish to picnic, swim or stroll through the Park.

The portion of the "Eighty Acres" which is still undeveloped should be preserved as a natural green wedge penetrating into the urban area. The land is accessible from Tenth and Eleventh Avenues. The area is not just a delightful little green valley; it also is an historic site located across Junipero Avenue from the Mission. Without disturbing its pleasant natural character, portions of the park land might be used for exhibits relating to the history of the Mission and the early Indian and Spanish cultures.

The Carmel poet, Robinson Jeffers, lives on a full block of land on Carmel Point commanding one of the finest views of the Bay. Except for a picturesque stone house with a tower, the property has been left

in its natural condition, covered with wind-blown cypresses. It would be extremely desirable permanently to retain this property in substantially its present condition. The Jeffers' home is a picturesque landmark and it could become a literary shrine in the future. It is recommended that when the land is no longer occupied by the Jeffers' family, it be purchased and utilized as the site of the Robinson Jeffers Memorial Library and Park. The picturesque stone house should be preserved, and an architecturally harmonious wing could be added so that the building could be used as a branch library to house a collection of the works of Carmel writers. The present character of the rest of the property should be conserved, except for the possible addition of pedestrian paths and benches where people could sit and enjoy the view of the Bay.¹

To preserve Carmel's character and keep it a self-contained community, the General Plan recommends surrounding the urban area with greenbelt or open space.

PRESENT OPEN SPACE

Urban Areas

The interior of the City lies in a park-like setting. Carmel is noted for being "a village in the forest." To maintain open space and permit landscaping without removal of trees, streets in the residential area are not constructed to full width. The absence of formal sidewalks in the residential district also contributes to the forest-like atmosphere.

Several blocks within the City are reserved for park and open space purposes. Devendorf Park occupies a square block on the main street and offers a formal appearance. The Forest Theatre provides a large wooded outdoor setting for cultural pursuits. The City tennis courts encompass another block, with the area surrounding the courts left in a natural state. Forest Hill Park, south of the tennis courts, has yet to be fully developed. This was a canyon area and has been used over a number of years by the Department of Public Works as a fill site to level the land. The park consists of a city block plus two abandoned street areas fifty feet by two hundred feet. The park when completed will occupy an area of approximately 104,000 square feet. A small senior citizens' club has been constructed in one part of the site. Since Mission Street abuts the site near the Senior Citizens' Club, making it easily accessible by car, the unimproved road which now gives access to the property should be closed and replanted, especially the hillside which should be returned to a natural state. The Department of Public Works could make use of a larger, more suitable area elsewhere. Forest Hill Park should be developed as a park and playground through community cooperation. Absence of nearby roads provides a safe setting for recreation.

¹Plan for the Conservation and Enhancement of Carmel-by-the-Sea and Environs (1959) pp. 5-7

Several small areas are dedicated to open space and landscaping. One parcel is located at the northwesterly corner of Forest Road and Mountain View. Another is a center island dedicated to Carmel in the county road at the Carpenter Street entrance to the City. This should be maintained and not removed for street enlargement. Center islands in both Junipero and Ocean Avenue are devoted to open areas of landscaping.

Carmel gives the impression of a considerable amount of additional open space from the abundance of trees and wide road shoulders in natural growth. Miniparks, small landscaped plots in streets, are scattered throughout the town. The bequest for Harrison Memorial Library on Ocean Avenue requires that the grounds be landscaped so a formal garden occupies the area in front of the structure. The Carmel City Hall, Police Station and Department of Public Works, and Sunset Cultural Center, as well as local churches, also display extensive landscaping. Most private property retains the forest appearance due partly to strong local identity and partly to the tree ordinance.

Carmel's zone of influence covers the commercial development at the mouth of Carmel Valley which is rapidly growing. Little landscaping is evident in either Carmel Rancho or Carmel Center and the parking lots are unattractive. Building should be limited only to the areas already zoned for commercial uses and landscaping and park areas should be made integral parts of the architectural design. The surrounding hills and grazing lands should be kept in open space as far as practicable.

Natural Resource Lands

Carmel has long recognized its trees as a natural resource and has done all within its power to preserve them. The trees provide a natural habitat for the wildlife in the area.

The eastern boundary of Carmel from Mountain View south to Rio Road is a forested area comprising thirty-three acres of land. The property is owned by the City and the majority of the land should remain in its natural state. One building on the property has been used in the past as a single family dwelling. The property has been referred to in previous plans as Junipero Serra Regional Park and the reputed historic trail which traverses the property should be marked and improved as a walking trail. The southernmost portion of the property is proposed for recreation purposes. Approximately eighteen acres of the property is in the county area and is under consideration for annexation. The property is a natural habitat for wildlife. Only service roads to the area should be considered and they should not be built to formal width or contain formal paving.

The northern boundary of Carmel is Pescadero Canyon, a naturally wooded ravine running between the ocean and Highway One. The property is owned by the Del Monte Properties Company and dedicated to greenbelt and open space.

Most of the beaches in the general vicinity of Carmel have been preserved. The beach is not only a natural resource, but provides the City with much of its scenic value and recreational land. The Pacific Ocean forms the west border of Carmel and the beachland at this border is owned and maintained by the City. There is one publicly owned building on the beach property which houses public restrooms and a service and emergency vehicle. The Carmel River State Beach, comprising 105 acres of water, sand and marsh, is a natural habitat for lagoonal wildlife and would become part of Carmel's southern boundary if current annexation prospects are realized.

Scenic Lands

The entire City of Carmel is scenic in nature and the variety of open space adds to its quality. The Flanders property owned by the City is a forested canyon area which will be left in its natural state. The adjoining Doolittle property is of great scenic value to the Carmel Mission, a state historical monument. The scenic value of the Beach property is enjoyed by residents and visitors alike. The mouth of the Carmel Valley is scenic in nature and further commercial development must not be allowed. The northerly slopes of the Fish Ranch in this area should be dedicated for open space. Jack Peaks Park, portions of the Hatton Canyon Freeway, and open space within the Del Monte Properties provide open space areas surrounding Carmel. Point Lobos to the south, comprising 1,255.12 acres of state reserve, is an area of great beauty remaining mostly in its natural state.

Recreation

The majority of open space land in and around Carmel is dedicated to outdoor recreational pursuits which include swimming, tennis, picnicking, golfing, boating, fishing, hunting, scenic excursions, and theatrical entertainment. Recreation is important to the area's economy as a result of tourism. The beach, tennis courts, Forest Hill Park, Deventorf Park, Forest Theatre, and the future park and open space area of the Flanders-Doolittle property are all recreation sites. Rancho Canada Golf Course and courses in the Del Monte Forest provide outdoor recreation and open space in the Carmel environs. The church property east of the Mission is presently the site of a Little League Baseball Park. This location near Mission Fields is excellent for boys' baseball and the Park should be maintained.

Agriculture

There is no agricultural land within the city limits of Carmel. The Odello artichoke fields, within the City's zone of influence, have recently been rezoned for Rural Community Development by the County Board of Supervisors. The Odello property on the west side of Highway One has been proposed for open space, and a joint venture for acquisition is underway by the State, County and City with contributions from public spirited individuals. This land should be maintained as open space regardless of future ownership.

FUTURE OPEN SPACE

The City is presently 95% developed and has shown foresight in its preservation of open space. Within the city limits there are numerous parcels of land suitable for additional open space, and funds should be provided for acquisition of such land when and if the opportunity presents itself. Prime examples are the areas adjacent to Pescadero Canyon and lands adjacent to the beach area. The west half of the Odello artichoke fields is under consideration for public purchase by a joint effort. Some privately owned undeveloped beachlands west of Scenic Road in the county area should be purchased to continue the publicly-owned beach around the Carmel Point. The City must continue to work with other agencies such as the new Park and Recreation District, the County and the State in acquiring open space lands.

LAND ACQUISITION OPPORTUNITIES

The growing interest of the state and federal governments in open space may lead to a number of ways for the City to purchase open space. At present the greenbelt fund obtained from the hostelry tax appears to be the main means for purchasing and maintaining open space lands within the City. Within the City's zone of influence the county has a variety of means at its disposal for the dedication of open space. The new Park and Recreation District is another agency that has taxing powers that may be used for the purchase of open space lands. Carmel's present methods for acquiring open space include purchase, gifts and easements.

RECOMMENDATIONS

Carmel has approximately sixty acres of land dedicated to open space which represents ten percent of its total land area. This open space figure would be much larger if the landscaped areas along the city streets were computed. Possible additional open space is still available. The open space plan for the City of Carmel recommends:

1. Retain presently owned open space lands within Carmel's jurisdiction.
2. Actively pursue acquisition of new open space lands, especially along the coast and around the city boundaries.
3. Develop bicycle paths, hiking trails, a children's park, the Senior Citizens' Club and other recreational opportunities for all segments of the population.
4. Support retention of open space within the zone of influence (e.g. Carmel Center area, Odello property).
5. Cooperate with other agencies and develop policies and programs to execute the above recommendations.



MONTREY CALIF

ADJACENT

CARMEL-SEA

WELL ENGINEERS

IX. NOISE ELEMENT

Carmel-by-the-Sea is a community that is relatively free from excessive noise created by man. The natural slope of the land to the sea, the trees in our forest setting and the absence of large industrial plants have provided a very quiet, serene community. No community, however, is free from noise, and if uncontrolled, noise can create an unhealthy atmosphere for the citizens in the community. The Carmel area's main source for noise is from motor vehicles, construction equipment and machinery.

NOISE

Noise is defined as sound without value. It is usually loud, harsh or a confused kind of sound. Decibel is the unit used to measure sound. A decibel is a tenth of a larger unit, the bel. The decibel is not a unit of loudness. Loudness is measured by both the intensity and frequency of sound or the number of vibrations per second, and this measurement is phons. The intensity of sound at zero decibel transmits 10-16 watts to each square centimeter of the ear. As a decimal fraction, this energy is written 0.0000000000000001 watts. Zero intensity of sound is about the least the human ear can hear. Ten decibels (1 bel) transmits ten times as much energy as zero decibel sound. Ordinary speech measures approximately sixty decibels. Other illustrations of sounds are:

	<u>Decibel Rating</u>
Rustling of leaves	8
Whisper	10-20
Average Home	20-30
Automobile and Office Typing Room	40-50
Ordinary Conversation	50-60
Heavy Street Traffic, Washing Machine and Vacuum Cleaner	70-80
Motorcycles, Riveting Guns, Food Blenders	80-90
Newspaper Press, Power Mowers	90-120
Jet and Turbojet Aircraft, Air Raid Siren	110-140

HEALTH AND NOISE

Noise can be harmful to health in two different areas:

1. Intense noise can cause deafness.
2. Continuous or periodic noise cause people to become tired and irritable.

The sounds that become most harmful are those above the "threshold of feeling." They are sounds that have so much energy that they hurt the ear and are in ranges generally exceeding 120 dba. Harmful effects,

however, can result in ranges from 35 to 85 dba. The lower ranges can prevent a person from achieving proper sleep and in the higher ranges, effect a loss of hearing if such noise is constant or continuous over a period of time.

PRESENT ENVIRONMENT

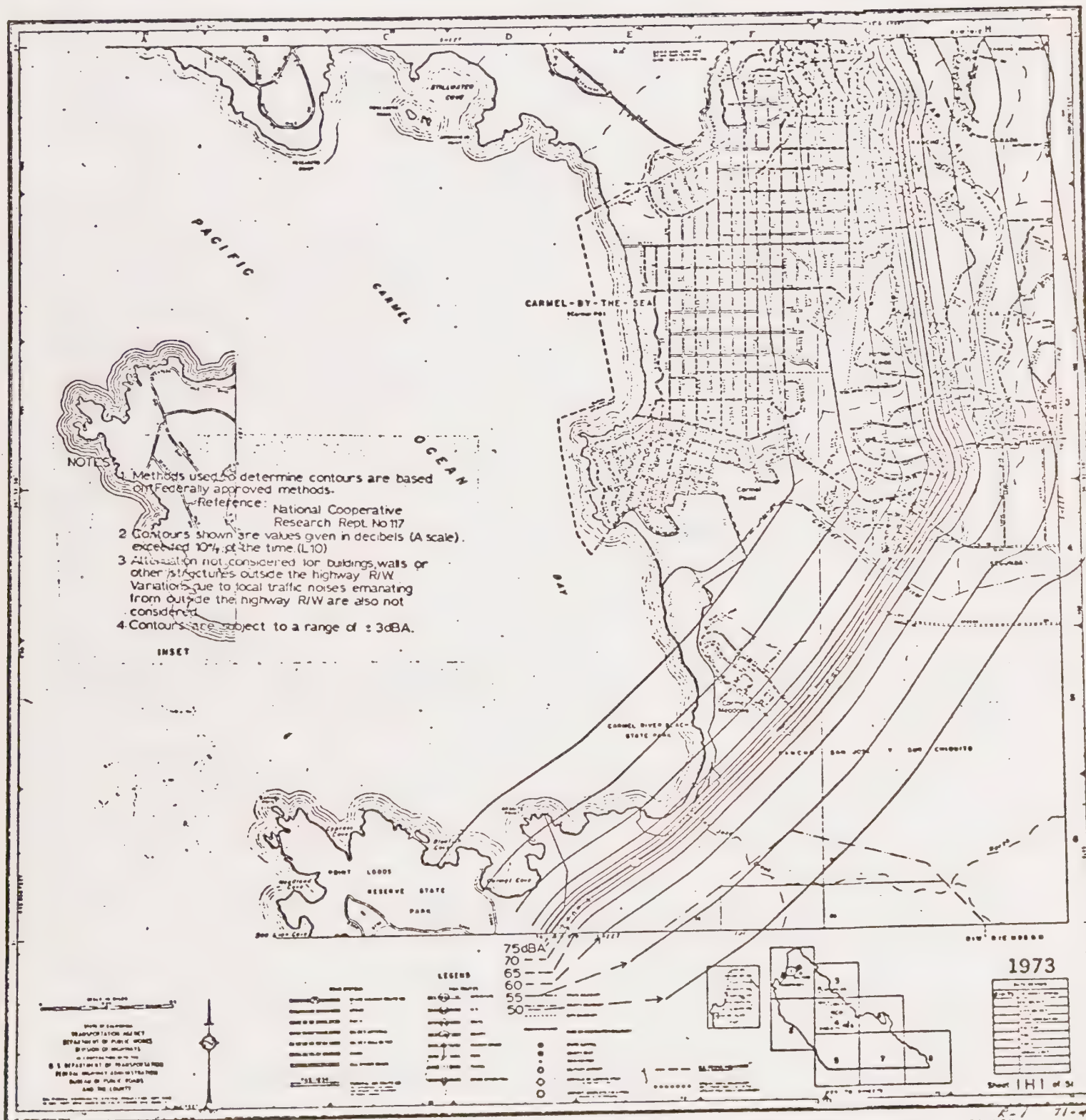
Carmel's environment is free from the noise pollution that many cities are faced with today. Vehicular traffic, which creates the highest level of noise within the city, is under state regulations and under control of the many law enforcement agencies. Fortunately, much of the noise created from this source and others is mitigated by the trees and shrubs that are abundant within the city. Highway One, which is closest to the eastern boundary of the city, does create the highest level of noise pollution due to the speed and number of vehicles traveling this route. The contour map prepared by the State Department of Transportation is included herein to illustrate the noise levels created within the community by this highway. Amplified music and noise created by some musical instruments have been the source of some complaints in the residential district. Residents infrequently are subject to noise from sonic booms and small aircrafts or helicopters flying overhead. These are short duration sounds with little effect on the community.

Carmel, through the years, has taken preventative measures to prevent noise within the commercial district. Regulations were written to prohibit sales by public outcry, amplified sound on the exterior of buildings, amplified music on public property, and live entertainment where alcoholic beverages are served.

RECOMMENDATIONS

The City of Carmel-by-the-Sea is presently a very quiet community and effort should be directed to maintain this atmosphere. The following steps should be followed to maintain and possibly lower noise sources within the community:

1. Obtain a sound metering device for the use of city personnel to aid in necessary noise measurements.
2. Continue to review noise level contour maps of Highway One.
3. Encourage the Hatton Canyon Route for Highway One and as a low speed scenic highway to reduce noise levels near the high school and the easterly residential area.
4. Encourage the planting and replacement of trees and shrubs as sound barriers, both on public and private property.
5. Encourage the use of roadway greenbelts within the residential district as landscaping areas to decrease noise levels.



Reed 10-1-73

X. SAFETY ELEMENT

AUTHORITY

This element was prepared to meet the requirements of the California Government Code, Section 65302.1 and preparation was done through the use of General Plan Guidelines published by the California Council on Intergovernmental Relations.

PURPOSE

The objective of this element is to introduce safety considerations in the planning process in order to reduce loss of life, injuries, damage to property and economic and social dislocation resulting from fire and dangerous geologic occurrences. The objective is not to create an environment that is hazard free. Natural and man-made hazards of some kind and degree will always be present, but an effort can be made to mitigate the consequences of known hazards.

GENERAL

The City of Carmel-by-the-Sea is located in an area of known geologic hazards, as are most cities within the State of California. It is also located adjacent to the Pacific Ocean and therefore subject to possible damage occurring due to storms or acts of nature causing water disturbance in the ocean. Fire is a threat to any community and one built within a forest area creates an additional source of hazard. Fortunately, the city is built on sloping terrain which offers good drainage to the sea and prevents major flooding.

SPECIFIC HAZARDS

Geologic

The Seismic Element of this General Plan covers those areas of concern involving earthquakes, land slides, tsunamis, and seiches. The Seismic Element indicates that Carmel's greatest danger in earthquakes, as it has been in the past, is that of ground shaking. Carmel is basically made up of buildings of two stories in height and such buildings are not damaged by ground shaking to the degree that multistory buildings would be. New buildings are required to meet present earthquake standards, but many of Carmel's older buildings were constructed prior to these code requirements. Immediate areas next to the ocean are owned by the public and the land rises to such a degree above sea level in most cases before private property is reached that little damage should result from tsunamis. For these reasons Carmel will suffer minimum damage in the event of earthquakes. Lowlands to the south of Carmel, which are considered within the General Plan for annexation, should be reviewed prior to annexation for possible flooding potential due to an earthquake.

Flooding

The City is constructed on sloping terrain which offers good run off to the sea and to the Carmel River. Two areas within the city are subject to flooding. The beach, which is under public ownership, is subject to flooding to some degree twice daily during high tide. During winter storms, some of the beach is removed of its sand which is later returned. The second area subject to inundation is the Flanders-Doolittle property. This is a natural storm drain area which was acquired by the city for park or greenbelt purposes. The southern end of this property which lies within the city is marsh land. Development of the park to relieve the flooding conditions has been proposed and an Environmental Impact Report developed and certified. Unfortunately, in the past, consideration was not given to proper sizing of drainage piping across the little league ball park which leads to the river and some retention of water will result in the park unless the size of this piping is increased. Park use will mitigate damage due to inundation.

Fire

Structural, grass and forest fires are Carmel's greatest hazard. The village is built in a forest setting with narrow streets and minimum building setback lines. Most construction within the residential area is of wood and most roofs are of combustible materials. New commercial buildings are generally constructed of fire retardant materials and offer more fire resistance. Older structures, some of which are wood frame covered in wood or stucco, offer little resistance to fire. Fire sprinkler systems are now required in commercial buildings over a given size of 4,000 square feet in area or two stories in height which relieves much of the fire danger. Older buildings must comply with sprinkler requirements when excessive remodeling or change of use occur. The requirement that buildings not exceed two stories in height helps to relieve hazards of life safety.

It is necessary within the city to have a good fire prevention program in which buildings are inspected at least yearly. To prevent grass fires a program of clearing vacant lots of high growth is conducted yearly. A forestry program for caring for existing trees and planting of new trees maintains the forest setting and protects against dead growth in all public and most private trees. Trees are a desirable element of the Carmel environment although they do produce hazards which have to be realized. A fire originating on the ground may ignite the large pines and a fire could rage through the tree tops. The Fire Department, made up largely of volunteers and eight paid men, is constantly drilling for the purpose of quick response to fires. This training, in addition to modern equipment and fire prevention programs, has led to Carmel receiving an outstanding fire rating and a corresponding reduction in fire insurance rates. A large fire is not only a threat to human life but may also be disastrous to the economic stability of the city, should much of the commercial district burn.

MITIGATION RELATED TO SAFETY

Risk is an everyday fact of life. The degree of risk one must take can be reduced to acceptable levels. This acceptable level is defined in the "General Plan Guidelines" published by the California Council on Intergovernmental Relations as "The level of risk below which no specific action by local government is deemed to be necessary." An informed public must be made aware of hazards and a trade-off made on benefits related to the hazard.

RECOMMENDATIONS

1. To review areas proposed for annexation in respect to the hazards involved and the annexation's effect on existing services.
2. To continue yearly inspections on buildings and the annual inspections for clearing of lots with excessively high growth.
3. To work with the water company in supplying all fire hydrants with adequate water flow.
4. To continue the training of fire personnel for quick response to fires.
5. To continue to update fire and building codes to assure safety in buildings.
6. To inform the public of the hazards of fire within the community.
7. To update the disaster plan and make the public aware of expected action to take place in case of a disaster.
8. To review all hazards within the city and adopt when necessary mitigation measures to reduce hazards.

XI. SCENIC HIGHWAY ELEMENT

The City of Carmel-by-the-Sea is located on the west side of California's first scenic highway, Highway One. This highway lies within the County of Monterey and no highways run through the city. This, however, has never prevented the citizens from speaking up concerning this highway and its appearance. Citizens are pleased with the beauty of the area and wish to maintain the same aesthetic standards for highways.

HATTON CANYON

A plan presently exists to build a section of highway through the Hatton Canyon to alleviate problems now existing on Highway One. It is estimated that this addition is some ten years into the future. This portion, when and if constructed, should be built to scenic highway standards with as little cut and fill as possible to allow retention of the beauty of the canyon. The highway should also be built under standards that would allow a lower speed through the canyon for enjoyment of its scenic qualities.

MONTEREY COUNTY GENERAL PLAN

The City of Carmel-by-the-Sea endorses Monterey County's Policies and the General Plan Element concerning Scenic Highways and hereby adopts this Element as a portion of Carmel's General Plan.

XII. SEISMIC SAFETY ELEMENT

The City of Carmel-by-the-Sea, in cooperation with the other Cities and the County of Monterey, has jointly prepared a county wide Seismic Safety Element. That element is hereby adopted by reference.

XIII. PLAN IMPLEMENTATION

Many issues now under consideration were discussed in the previous General Plan. Establishment of Sunset Cultural Center, construction of Carmel Middle School, and re-location of Community Hospital have all been accomplished since 1959. However, construction of the Hatton Canyon project and amelioration of the parking problem in the commercial district have yet to be achieved.

The following outline indicates basic steps which should be taken to implement the Plan. This program, while generalized, provides direction in meeting the Plan's objectives. (Any step designated for Phase Two may occur in Phase One.)

PHASE ONE (PRESENT TO 1978)

1. Develop plans for a new Post Office.
2. Develop plans for a new City Hall.
3. Develop plans to meet library needs.
4. Study the demand for public furniture and restrooms, and install where needed.
5. Cooperate with the Carmel Unified School District in proceeding with plans for converting Carmel Middle School into the new Carmel High School.
6. Develop plans for a landfill site, and establish it as soon as possible.
7. Encourage early construction of the Hatton Canyon project.
8. Study the effect of the Hatton Canyon project on local access roads.
9. Develop plans for conversion of the present Highway One into a local access road.
10. Develop a system for installation of regulatory signs.
11. Investigate possible solutions to the parking problem and develop plans for suitable alternatives.
12. Develop a water management plan in cooperation with other agencies.
13. Study possible acquisition of open space.
14. Study methods for providing more recreation opportunities.
15. Cooperate with other communities and agencies in producing studies and plans for the area.

16. Purchase a sound metering device for planning and enforcement purposes.
17. Review and possibly update the City Disaster Plan.
18. Review hazards within the City and determine which may be mitigated through legislation.

PHASE TWO (1979-1990)

1. Construct a new Post Office.
2. Establish a new City Hall.
3. Implement library plans.
4. Construct new parking facilities.
5. Maintain adequate water supply, water quality, and flood control.
6. Acquire additional open space lands, with reference to previous studies.
7. Create additional recreational opportunities on the basis of previous studies.

XIV. PLAN REVIEW PROCESS

1. The Plan should be reviewed yearly.

Every year, on a regular date, the Plan should be reviewed by the Planning Commission and staff. An annual report should also be prepared to summarize new developments, projects, ordinances, annexations, etc. If the Plan is not consistent with development, appropriate policy changes should be considered.

2. Amendments to the Plan may be introduced at any time.

Frequent amendments will keep the Plan current and more reliable, allowing it to be of service for a longer period of time.

3. Thorough updating should be undertaken every five years.

Accuracy will be maintained if all data and studies are updated to recent figures.

XV. SUMMARY OF RECOMMENDATIONS

LAND USE

Develop plans for needed public buildings and community facilities.

Maintain an active interest in land development within Carmel's zone of influence.

Study annexation possibilities within Carmel's geographical boundaries.

CIRCULATION

Work toward amelioration of traffic problems in and around Carmel, i.e. congestion and parking.

Continue to follow the same policy regarding narrow streets and greenbelts in street design.

HOUSING

Cooperate with the other communities of the Monterey Peninsula in an effort to provide adequate housing for all economic levels.

Encourage mixed uses in the commercial district.

CONSERVATION

Continue to conserve, preserve, and protect plant life, wildlife, and the other natural resources within Carmel's zone of influence.

Cooperate with other agencies in the development of an effective water management plan.

OPEN SPACE

Retain open space lands within Carmel's zone of influence.

Pursue acquisition of new open space lands.

Develop recreational opportunities for all segments of the population.

NOISE

Obtain a sound metering device.

Monitor traffic noise on Highway One.

Encourage construction of Hatton Canyon and encourage greenbelt and planting adjacent to roadways.

SAFETY

To continue inspections and preventative measures for elimination of hazards.

Provide an informational system to keep citizens aware of potential hazards and adopt legislation where needed to mitigate hazards.

SCENIC HIGHWAY

Work with the County and State in maintaining Scenic Highway One and encourage that the Hatton Canyon portion, when built, be constructed as a low speed scenic highway.

SEISMIC ELEMENT

To recognize and inform the public on earthquake hazards within the planning area.

Reduce seismic hazards through adoption of current building codes, through demolition, repair or reduction in occupant loads of existing buildings and through changes in land use where necessary.

XVI. SELECTED REFERENCES

Plan for the Conservation and Enhancement of Carmel-by-the-Sea and Environs (1959)

LAND USE ELEMENT

Mrs. Sheila Baldridge, Reference Librarian, Harrison Memorial Library
Carmel Business Association's Guide to Carmel (1973)

Monterey Peninsula Area Housing Element, Monterey County (1973)

Municipal Code, Carmel-by-the-Sea

CIRCULATION ELEMENT

Municipal Code, Carmel-by-the-Sea

Salinas-Monterey Area Transportation Study (1970 - present)

HOUSING ELEMENT

Monterey Peninsula Area Housing Element, Monterey County (1973)

CONSERVATION ELEMENT

AMBAG Water Quality Management Plan (1973)

Gregory D'Ambrosio, City Forester, Carmel

State of California, Public Utilities Commission Report, Case No. 9530,
File No. C-9530, San Francisco (1973)

Management Plan for the Carmel Urban Forest

Monterey County Open Space Element (1972)

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OPEN SPACE ELEMENT

Monterey Peninsula Conservation and Open Space Element, Monterey
County (1973)

Pacific Grove Open Space and Conservation Element (1973)



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NOISE ELEMENT

Seaside's General Plan

Pacific Grove's General Plan

Municipal Code, Carmel-by-the-Sea

The Audible Landscape - manual for highway noise and land use

Policy and Procedure for Freeway Traffic Noise Reduction (California Department of Transportation)

Local Environmental Impact Reports

Airport Advisory Committee Report on Noise Levels

World Book and Technical Manuals on Sound and Noise

SAFETY ELEMENT

Monterey County and Cities Seismic Element

Disaster Plan for the City of Carmel-by-the-Sea

Monterey County's General Plan

SCENIC HIGHWAY

Monterey County's General Plan

SEISMIC SAFETY

Geotechnical study for the Seismic Safety Element